



# *Antelope Valley Projects*

*Community Revitalization • Stormwater Management • Transportation Improvements*

---

## **House Preservation & Infill Program**

City of Lincoln, Nebraska

Approved By The Joint Antelope Valley Authority on March 13, 2002

# Table of Contents

Section	Page
1. Program Summary	3
2. Introduction	4
3. Antelope Valley Projects—Background	5
4. Property Acquisition for Public Improvements, Displacement and House Moving	6
5. Program Objectives	6
6. Antelope Valley Residential Acquisitions	7
7. Historic Residential Structures and Sites	8
8. Preliminary Review of Residential Structures for Possible House Moving	9
9. Potential Infill Lots & Sites in Close Proximity to Antelope Valley Projects	11
10. House Preservation & Infill Criteria	12
11. Proposed Budget	15
12. Next Steps	18
13. Review Process	19
14. Acknowledgement	20
<u>Exhibit “1”</u> , Phase 1 Project Map	21
<u>Exhibit “2”</u> , Proposed Timeline	22
<u>Exhibit “3”</u> , Eligibility Guidelines	23
<u>Exhibit “4”</u> , Historic Residential Structures and Sites	24

# Antelope Valley House Preservation & Infill Program

## 1. Program Summary

Implementation of the first ten years of the Antelope Valley Projects results in the potential of 47 residential structures being acquired to allow the construction of the new roadways, waterway and other community revitalization strategies. Most of the Antelope Valley roadway and waterway property acquisitions are expected to occur during the first four years. The City of Lincoln, University of Nebraska-Lincoln and Lower Platte South Natural Resources District (collectively the “Partners”) have pledged an extra planning effort to assist interested residential owners in possibly moving their residential structures to a new site (see Section 3). This House Preservation & Infill Program is the Partners response to that pledge of exploring extra assistance strategies, the potential benefits and objectives, criteria for assistance, proposed budget, and proposed next steps.

Traditionally, most residential owners and acquiring governmental entities have not found the moving of older houses to be cost effective. The residential structure’s size, age, design, material or condition can be an obstacle. Moving costs and logistics can be troublesome. Finding a suitable new lot in close proximity to the current neighborhood can be challenging. Generally, the new site requires a new foundation and a garage, which add costs. Furthermore, City law requires the relocated residential dwelling to meet housing code requirements, which generally means a substantial and costly rehabilitation effort to bring the residence up to housing code.

The required moving, new foundation, and rehabilitation costs generally causes house moving to be uneconomical when compared to the resulting fair market value of the relocated dwelling on a new lot. Consequently, most residential owners are overwhelmed with the thought of being displaced and the extra house moving tasks are not practical or economical for them. Historically, governments have not prioritized the extra effort to assist the displaced residential owners as part of the public improvement project. The result has meant most acquired houses are demolished (see Section 4).

As part of the Antelope Valley Study process, the Partners pledged an extra planning effort to assist interested owner occupants and investor owners in moving their residential structures to a new site. While house relocation is not cost effective, there are other desirable public objectives and benefits that prove difficult to value, and thus, are often not considered in making the cost-benefit analysis (see Section 5). Besides the benefit of preserving the memories and recycling the dwelling, the relocated dwelling can fill in vacant or underutilized lots in established neighborhoods more successfully than many newer style and higher density buildings that are often out of character with the established first generation housing stock. The relocated housing can provide homeownership opportunities to low and moderate income households.

Four houses impacted by the Antelope Valley projects have historical value and were identified as eligible for listing in the National Register of Historic Places. The three Antelope Valley Partners have formally agreed to make all reasonable efforts to relocate these four historic houses to other sites in the surrounding neighborhoods (see Section 7).

Unfortunately, there are not a large number of attractive and available vacant infill lots in close proximity to the present dwelling sites to minimize moving costs. Other closer lots could be made available by removing some homes that are extremely run down and in disrepair, “red tagged” or have created serious problems for the neighborhood (see Section 9).

Section 10 describes House Preservation & Infill Criteria used to fulfill public purposes and that can assist in determining whether a residential structure and a proposed infill lot is a viable candidate for moving and relocation. Reasonable moving measures are also identified. Based upon a preliminary windshield survey, it would appear that most of the residential structures scheduled for acquisition would not appear to be viable candidates for moving based upon the Criteria. Yet a more detailed review, including interior inspections, needs to be carried out before a final determination of viability can be concluded.

For budget purposes only, the Housing Preservation & Infill Program assumes a total of eight residential structures will be moved. Eight potential residential structures and lots are estimated to cost \$1,407,000 or an average of \$175,875 per residential unit. A new construction and infill lot for a comparable size rehabilitated dwelling would range from \$130,000 to \$148,000 per dwelling. The projected eight dwellings after relocation and rehabilitation would have an estimated average market value of \$110,000 which represents approximately 63 percent of the total costs. A funding gap of approximately \$65,875 per residential dwelling is projected. See Section 11.

The Joint Antelope Valley Authority (“JAVA”), with assistance from the City Urban Development Department, will have responsibilities to carry out the Housing Preservation & Infill Program. The City Urban Development Department will need to complete an interior inspection of the potential dwellings and identify potential infill lot sites, including potential vacant and under utilized parcels in close proximity to the Antelope Valley Projects. A training session regarding House Preservation & Infill options should be sponsored by the City Urban Development Department for interested residential owners, realtors, lenders and other real estate advisors.

Written materials will be given to all eligible residential owners informing them about the option to move their dwellings. When an eligible residential owner expresses interest or curiosity, the City Urban Development Department, or its agent should assist the interested party. If the House Preservation & Infill Criteria can be met, then the City Urban Development Department or its agent should use all reasonable means to propose a funding assistance strategy based upon budget considerations. If the House Preservation & Infill Criteria cannot be met or public assistance funds identified, but the residential owner continues to express interest, then the City Urban Development Department or its agent will provide information and appropriate contacts to pursue the house moving option without public assistance.

## **2. Introduction**

Phase 1 of the Antelope Valley Projects includes construction of a waterway, roadway and community revitalization projects generally west of 27<sup>th</sup> Street. See Exhibit “1”, Phase 1 Project Map. Phase 1 is intended to take approximately six to ten years to build. Most of the property acquisition for the roadway and waterway is expected to occur over the first four years of that period in a sequenced pattern based on funding, acquisition or relocation difficulty and on priority construction needs. Over half of the needed right-of-way for the roadway and waterway has already been acquired by the JAVA (the administrative body for the three governmental Partners) from the Department of Administrative Services (State Fair Park) and the University of Nebraska.

Subject to final design, project implementation is projected to acquire 47 residential buildings containing 55 households. These residential structures would be acquired at fair market value and eligible owners and tenants would receive relocation assistance and payments to provide decent, safe and replacement housing. As part of the acquisition process, the owner occupants or investor owners could choose to relocate the residential structure to a new location or in turn, government could elect to auction the residential structure and the successful third party bidder could move the structure to a new site. Historically, there has been little interest by the owner occupants, investor owners, government or third party bidders in moving and relocating the acquired residential structure. In many instances the residential dwellings are not structurally or economically

viable to relocate. In other situations, the dwellings maybe structurally and economically viable but are still demolished and not picked up and moved under the priority objective of providing decent, safe and replacement housing.

As part of the Antelope Valley Study process, the Partners pledged an extra effort to assist interested homeowners in moving viable homes to a new site. This House Preservation & Infill Program outlines that extra effort. The Housing Preservation & Infill Program was formulated under the guidance of the City of Lincoln Urban Development Department and Neighborhoods, Inc., a not for profit community development corporation. Several of the recommendations, ideas, data and information were provided with permission from Marcella Ganow, Martin Pella and JillENZ, from their paper titled: *Antelope Valley Project Housing Options for Clinton & Malone Neighborhoods*.

### **3. Antelope Valley Projects—Background**

In June, 1996, the City of Lincoln, University of Nebraska-Lincoln and Lower Platte South Natural Resources District collaborated to conduct the Antelope Valley Major Investment Study. This central area of Lincoln, referred to as “Antelope Valley,” has been the historical center of Lincoln’s housing, businesses, and institutions for over 125 years. This area is the foundation upon which the larger community has been built and upon which the City still continues to rely. The community recognized that a healthy and vibrant core is vital to Lincoln’s continued success.

The Antelope Valley study outlines and proposes three interdependent parts: community revitalization, stormwater management and transportation improvements. See Exhibit “1”, Phase 1 Project Map. The Partners have worked closely with the public to create an integrated, workable solution. In 2000 and 2001, the workable solutions were officially approved by the three Partners’ governing boards and became known as the Antelope Valley Projects. The general authority to acquire the properties has been approved by the governing boards of the three Partners. The JAVA Board has adopted an administrative resolution outlining the acquisition and relocation policies for the properties.

The size of the Antelope Valley Projects requires that it be built in phases. Final construction phasing will depend upon funding availability. Construction phasing means that certain residential dwellings would be acquired (and possibly relocated) earlier than others. The waterway/stormwater improvements will generally be built from the mouth of Antelope Creek draining into Salt Creek up stream to the south. Residences in the approved Antelope Creek waterway will be some of the initial purchases.

It is also planned that needed bridges along the waterway and the above-grade “X” shaped roadway structure over the BNSF railroad near the Devaney Center would be in the first phases of roadway construction. When the legs of the “X” shaped roadway bridge are near completion, the north/south roadway to the south would be built next. This roadway segment would be built along 19<sup>th</sup> Street from “K”/“L” Street to “Q” Street, followed by the roadway segment from “Q” Street to the “X” shaped roadway near “Y” Street.

The southern portion of the waterway and the roadway also happens to be the area with the largest amount of privately owned land needed for construction. See Exhibit “2”, Proposed Phasing Map and Timeline. Other non-Phase 1 acquisitions, however, would occur over a longer time period, between 7 and 15 years.

Additional information on Antelope Valley is available at City Public Libraries or on-line at [www.ci.lincoln.ne.us](http://www.ci.lincoln.ne.us), then click Antelope Valley.

#### **4. Property Acquisition for Public Improvements, Displacement and House Moving**

Government has been given the responsibility to protect the public's health, safety and welfare which in turn requires government to provide needed public improvements to foster orderly development of the community. One of the unfortunate, but sometimes unavoidable consequences of providing needed public improvements is the necessary displacement of home owners and residential tenants in order to achieve the greater public protection and good of the whole community. It is the policy of the federal government and the State of Nebraska that displaced persons will receive fair and humane treatment and will not suffer unnecessarily as a result of programs or projects designed for the benefit of the public as a whole.

An eligible resident is entitled to receive fair market value based upon a written appraisal as well as relocation assistance, including advisory services and payments provided by federal and state law. See Relocation Assistance as administrated by the Housing Rehabilitation & Real Estate Division of the City of Lincoln, Nebraska on-line at [www.ci.lincoln.ne.us](http://www.ci.lincoln.ne.us), then click on Government, Urban Development, Housing and Real Estate Division.

A "residential owner" can be defined as either (i) an "owner occupant"--a person who owns and lives in the residence or (ii) "investor owner"--a person who owns the residence but does not live there and rents the dwelling to tenants for investment purposes. As part of the acquisition process, most residential owners sell the property to the acquiring governmental agency for fair market value. Another option allows the residential owner to salvage, move and relocate the residential structure to a new location. This option, rarely proves economical to the residential owner due to the structure's design, material or condition or due to the housing code requirement that the relocated structure must meet housing code requirements at the new site. The required housing code generally causes relocation and rehabilitation costs to be uneconomical when compared to resulting fair market value. Consequently, most residential owners elect to convey their property to the sponsoring governmental entity and receive the fair market value for all their real estate interests.

In limited situations, the acquiring governmental entity may attempt to sell the acquired residential structure to a third party and the third party relocates the structure at the third party's expense. Again, this alternative seldom occurs because the third party buyer, at its expense, is required to renovate the relocated structure to meet housing code requirements. Without economic viability, government generally has no other option but to demolish the acquired dwellings in order to make way for the new public improvements.

#### **5. Program Objectives**

The House Preservation & Infill Program describe potential efforts and assistance that JAVA or the three Partners, as the acquiring entities, should carry out to aid interested residential owner in their attempts to move their structure to a new site.

There are other worthy public objectives and benefits associated with relocation of eligible residential structures that need to be weighed in light of the high cost associated with moving residential dwellings and the associated rehabilitation costs on the new infill lot. If moveable, some of these residential structures could enable some households to remain in or near their current neighborhoods, reducing stress and increasing individual satisfaction. Reusing dwellings and improvements saves natural resources, and thus, is also a worthy public objective.

Besides the benefit of preserving the memories and recycling the dwelling, the relocated dwelling can fill in vacant or underutilized lots in established neighborhoods more successfully than many newer style and higher density buildings. This “neighborhood effect” has many positive attributes. Historically, many of these infill lots in the established neighborhoods have been filled with “blank, front wall” slip-in apartment buildings or other residential designs that are out of character with the established first generation housing stock. The slip-in apartments have also added density to the neighborhood, creating other sets of problems for the traditional low density neighborhoods such as parking shortage, noise, and increased city services.

In April, 2000, Change of Zone 3237, a Neighborhood Character Preservation Initiative, sponsored by 18 neighborhoods was approved by the City Council. The new Initiative requires compatible residential design elements similar to the existing neighborhood housing stock, including (1) orientation of windows and entrances outwards toward the street; (2) height and roof lines similar to existing houses and (3) parking in the rear of the building, etc. Relocation and infill of Antelope Valley residential structures would be consistent with the Neighborhood Character Preservation Initiative by providing housing stock compatible with the older residential neighborhoods.

If rehabilitation costs are not excessive, relocated housing can provide housing opportunities to low and moderate income households. These structures can increase opportunities for home ownership in redeveloping areas.

In the older neighborhoods, it is important to move old homes onto available empty lots where it is feasible and economical to do so. However, there are not a large number of vacant infill lots. Other lots could be made available by removing some homes that are extremely run down and in disrepair, have major building and safety code violations that are not economical to correct, or have created serious problems for the neighborhood.

In some instances the City may want to determine the feasibility of acquiring dilapidated residential dwellings, demolish and clear the blighted structure and use the site as an infill site for a quality relocated residential structure.

Relocated housing can assist the community’s historic preservation efforts. Some of the acquired homes are eligible for the National Register of Historic Places (NRHP). Others could be relocated in historic neighborhood areas which would help the quality and appearance of the historic neighborhood. The Nebraska Historic Preservation Office should be consulted before any structure is moved to ascertain if there are any historic impacts at the relocation sites.

## **6. Antelope Valley Residential Acquisitions**

Based on the design work to date, the Antelope Valley Projects would require the acquisition of 47 residential buildings. See Table 1, titled “Antelope Valley Acquisition and Relocation Summary.” These property acquisitions would result in the relocation of 55 households from their current living quarters. Until final improvement designs are completed, the number of residential buildings and households could change.

<b>Table 1</b> <b>Antelope Valley Acquisition and Relocation Summary</b>		
	Number of Acquired Residential Buildings	Number of Households
Waterway	19	27
Roadway	9	9
Community Revitalization	19	19
<b>Total</b>	<b>47</b>	<b>55</b>

Source: Antelope Valley Design Team, Lancaster County Assessor

According to the Lancaster County Assessor’s data, the 1999 median assessed value of these dwellings was \$39,400. In 1999, approximately 25% of the proposed acquisitions were owner occupant dwellings and the 75% balance was investor owner dwellings.

It is important to note that the City of Lincoln Urban Development Department, working with three citizen committees, is in the process of developing an East Downtown Redevelopment Plan, Neighborhood Redevelopment Plan and Whittier School Redevelopment Plan. These redevelopment plans will more particularly define the size and scope of the community revitalization projects that may alter the list of residential structures to be acquired as part of the community revitalization effort.

7. Historic Residential Structures and Sites



An extensive cultural resources investigation was carried out by the University of Nebraska-Lincoln as part of the Antelope Valley Study. The purpose of the investigation was to comply with Section 106 of the National Historic Preservation Act of 1966. The law requires that effects to historic resources (both standing structures and archeological resources) be considered during the planning and execution of any federally funded project. Under this legislation, historic resources are defined as those listed in or considered eligible for listing in the NRHP. Eligibility is based on two primary considerations: (1) the degree of historic integrity, and (2) the overall significance of the resource.

The Antelope Valley investigations involved more than 600 city blocks and covered some of the oldest portions of the City of Lincoln, including 14 of the City's oldest neighborhoods. Four houses were identified as eligible for listing in the NRHP:

- 1907 "L" Street
- 125 North 22<sup>nd</sup> Street
- 135 North 22<sup>nd</sup> Street
- 145 North 22<sup>nd</sup> Street

Section 106 of the National Historic Preservation Act of 1966 requires that federal projects consider the effects of actions on properties included in, or eligible for inclusion in, the National Register of Historic Places. The 106 process was formally initiated with the Nebraska State Historic Preservation Office (NeSHPO) and studies of standing structures and archeological sites were made. The NeSHPO, City, and Federal Highway Administration have agreed in a Memorandum of Agreement that stipulates the avoidance, minimization, and mitigation elements to protect the Section 106 resources. The Memorandum of Agreement covers commitments to mitigation for the identified unavoidable adverse effects. See Exhibit "4", titled: Historic Residential Structures and Sites.

The Antelope Valley Partners will use their best efforts to relocate these four historic houses to other sites in the surrounding neighborhoods, provided the structures are in sound condition to move. The relocation of these dwellings will be planned in close consultation with the State Historic Preservation Office (SHPO) to see that there are no adverse effects on other historic resources in the area or to the buildings when placed at their new sites. If any eligible structure cannot be moved, the building would be documented prior to demolition following procedures of the Historic American Buildings Survey (HABS). See Exhibit "4", titled: Historic Residential Structures and Sites.

## **8. Preliminary Review of Residential Structures for Possible House Moving**

A preliminary review of potential candidates for moving and relocation was carried out. A survey was conducted by viewing the dwellings from public streets and alleys which included only a visual inspection of the dwellings' exterior. Interior inspections were not attempted. Therefore, no effort was made to determine if any of the residential structures would meet the criteria listed in Section 10, titled: House Preservation & Infill Criteria. A property owner may request Urban Development Department to carry out an analysis to determine whether the House Preservation & Infill Criteria in Section 10 can be met and a summary of the analysis will be provided to the residential owner. See Next Steps in Section 12 below.

Table 2 below, titled: Preliminary Review of Residential Structures for Possible House Moving identifies 14 candidates based upon an exterior inspection only. Table 2 estimates (without an appraisal) certain costs to acquire the structure, acquire a comparable lot, construct a new foundation, move the structure and rehabilitate the structure. The

average relocated structure’s total cost with a 30% contingency is estimated at \$174,000, which includes the estimated cost (without an appraisal) for an average residential structure, infill lot, new foundation, structure moving costs, and rehabilitation costs to meet housing codes, but excluding relocation costs.

Table 2 Preliminary Review of Residential Structures for Possible House Moving										
ADDRESS & PARCEL ID	ZONING	AREA SQ. FT	BLDG SQ. FT	IN FLOOD PLAIN?	ASSESSED LAND	ASSESSED BUILDING	ASSESSED TOTAL	FOUNDATION ESTIMATE	STRUCTURE MOVING ESTIMATE	REHABILITATION ESTIMATE*
1907 “L” Street 10-25-125-018-000 (historical property)	R-6	50x167 8,350	1182	N	\$13,200	\$108,240	\$121,440	\$19,000	\$10,500	\$30,000 to \$50,000
125 N 22 <sup>nd</sup> 10-24-436-001-000 (historical property)	B-4	47x50 2,350	1189	Y	\$6,500	\$25,500	\$32,000	\$21,000	\$10,500 to \$11,500	\$60,000 to \$80,000
135 N 22 <sup>nd</sup> 10-24-436-002-000 (historical property)	B-4	47x50 2,350	1198	Y	\$6,500	\$25,500	\$32,000	\$21,000	\$10,500 to \$11,500	\$60,000 to \$80,000

Table 2 Preliminary Review of Residential Structures for Possible House Moving										
ADDRESS & PARCEL ID	ZONING	AREA SQ. FT	BLDG SQ. FT	IN FLOOD PLAIN?	ASSESSED LAND	ASSESSED BUILDING	ASSESSED TOTAL	FOUNDATION ESTIMATE	STRUCTURE MOVING ESTIMATE	REHABILITATION ESTIMATE *
145 N 22 <sup>nd</sup> 10-24-436-003-000 (historical property)	B-4	48x50 2,400	1384	Y	\$6,500	\$25,500	\$32,000	\$21,000	\$10,500 to \$11,500	\$60,000 to \$80,000
2110 “P” 10-24-429-014-000	R-6	50x142 7100	1704	Y	\$9,500	\$30,377	\$39,877	\$21,000	\$13,500	\$60,000 to \$80,000
2109 “Q” 10-24-429-006-000	R-6	50x142 7,100	1330	Y	\$10,340	\$60,947 Misc: \$1,203	\$71,287	\$21,000	\$13,500	\$60,000 to \$80,000
2147 “R” 10-24-422-001-000	R-6	50x142 7,100	1512	Y	\$10,340	\$33,550	\$43,890	\$21,000	\$13,500	\$60,000 to \$80,000
2041 “S” 10-24-416-006-000	R-6	42x136 5,712	1176	Y	\$10,340	\$49,500	\$59,840	\$19,000	\$10,500	\$40,000 to \$60,000
2135 “Q”	R-6	50x142	1488	Y	\$10,340	\$38,170	\$48,510	\$21,000	\$13,500	\$50,000 to

10-24-429-003-000		7,100								\$80,000
<b>224 N 21<sup>st</sup></b> 10-24-429-008-000	R-6	37x50 1,850	616	Y	\$6,160	\$32,120	\$38,280	\$19,000	\$10,500	\$40,000 to \$50,000
<b>228 N 21<sup>st</sup></b> 10-24-429-007-000	R-6	50x105 5,250	616	Y	\$10,340	\$37,620	\$47,960	\$19,000	\$10,500	\$40,000 to \$50,000
<b>2137 “R”</b> 10-24-422-002-000	R-6	50x142 7,100	1670	Y	\$10,340	\$58,300	\$68,640	\$21,000	\$13,500	\$50,000 to \$80,000
<b>2047 “S”</b> 10-24-416-005-000	R-6	40x136 5,440	1176	Y	\$10,340	\$15,840	\$26,180	\$19,000	\$10,500	\$50,000 to \$80,000
<b>2055 “S”</b> 10-24-416-004-000	R-6	37 1/2x135 4,995	1248	Y	\$6,160	\$55,440	\$61,600	\$21,000	\$13,500	\$50,000 to \$80,000

Source: Neighborhoods, Inc., Antelope Design Team, Lancaster County Assessor Office  
 \* Excludes \$10,000 cost for a garage

## **9. Potential Infill Lots & Sites in Close Proximity to Antelope Valley Projects**

Presently, the City of Lincoln only owns a handful of vacant parcels in close proximity to the Antelope Valley Project. The City Urban Development Department needs to work closely with property owners interested in moving their structures in determining the location, site and economic characteristics important to them in new housing sites. This Potential Infill Lot Assessment will help identify potential vacant and under utilized parcels in close proximity to the Antelope Valley Project. The potential sites should be screened to determine compliance with the Housing Relocation Site Criteria stated in Section 10.

In addition, the East Downtown Redevelopment Plan, Neighborhood Redevelopment Plan and Whittier School Redevelopment Plan will be completed by the summer of 2003. The Redevelopment Plans will identify substandard and blighting influences in the Antelope Valley area, including vacant parcels, under utilized parcels and conflicting land use patterns with existing residential uses. These redevelopment parcels, along with unsafe or dilapidated buildings and problem properties that are repeatedly in noncompliance with governmental regulations, represent other potential infill lots and sites for the relocated residential structures. These infill sites could be assembled and offered for redevelopment to accommodate relocated residential structures or other redevelopment land uses and concepts.

## **10. House Preservation & Infill Criteria**

Not all of the 47 residential buildings scheduled for acquisition as part of the Antelope Valley Projects are viable candidates to be moved. Condition, design, appearance, damage, size and potential rehabilitation cost to meet housing codes present many challenges. Below are House Preservation & Infill Criteria to determine the most likely viable candidates.

Adherence to criteria in this section will assist in determining the residential structures and infill lots best suited for moving and relocation and the reasonable moving measures that should be followed, unless waived in writing by the Director of Urban Development Department. The House Preservation & Infill Criteria are broken into three parts:

### **Part A -- Viable Residential Structure Criteria**

### **Part B -- Infill Lot Criteria**

### **Part C -- Residential Structure Moving Criteria**

### **Part A -- Viable Residential Structure Criteria**

#### **1. Structural Integrity**

- Must be in condition to move without major structural failure.

#### **2. Acceptable Exterior Condition**

- The exterior materials, condition and structural integrity must be intact or be able to be repaired at a reasonable cost. Original amenities are still in existence and in condition to be saved or restored at a reasonable cost.

#### **3. Acceptable Interior Condition**

- The interior materials, condition and structural integrity must be intact or be able to be repaired at a reasonable cost. Original amenities are still in existence and in condition to be saved or restored at a reasonable cost.

#### **4. Architecturally Significant or Historically Significant**

- The architectural style and design of the house reflects a quality design and pleasing appearance; or the structure has historical value as determined by the City of Lincoln Historic Preservation Board or the City's Historic Preservation Planner.

#### **5. Limited Damage from Wood Destroying Insects**

- Damage has not progressed to major structural components.

#### **6. Environmental Conditions**

- Asbestos or other hazardous materials are not present or can be economically removed or abated.

**7. Single Family Dwelling Design**

- The residential structure is an existing (or formally existing single family dwelling that has been converted into multiple units and has potential to be converted back to single family) and was not originally constructed as a multiple dwelling building.

**8. Size of Dwelling**

- The dwelling has over 1,000 square feet of enclosed habitable living space (excluding slope areas less than 5 feet in height, garages, basement, crawl space, accessory building or detached spaces).

**9. Rehabilitated Property Will Meet Applicable Housing Codes**

- The relocated structure will be able to meet the City of Lincoln's housing code requirements and the rehabilitation work will be able to be completed in a timely fashion.

**10. Economic Viability Ratio**

- The estimated fair market value of the relocated residential structure and new lot after moving and rehabilitation will be equal to or than 66% of the sum total cost of the following estimated expenses:
  - a. fair market value of the residential structure (excluding original lot) prior to moving and relocation
  - b. house moving expense
  - c. new foundation
  - d. new lot cost
  - e. rehabilitation costs

**Part B.--Infill Lot Criteria**

**1. Design and Features Compatible With Surrounding Neighborhood Dwellings**

- The relocated structure design and features should be compatible with the existing first generation housing stock on the block face of the street based upon design, number of stories, roof type (eaves, gambrel, hip, etc.), and degree of pitch roof, porch, garage, volume and size of the relocated house. For example, a residential structure with a front porch should be incorporated into a neighborhood block face that has a predominance of front porches. Some variation is acceptable so long as the degree of variation is not severe.

**2. Building Materials**

- Exterior materials of the relocated structure should not conflict with the type of materials, color, size, and texture with the existing first generation housing stock on the block face of the street. Certain materials should be discouraged such as asbestos or asphalt siding; hardboard or flake board siding; glass block; artificial brick or stone; and cast concrete. Concrete block should not be used except for foundations.

**3. Structure Proportion Compatible With Surrounding Neighborhood Dwellings**

- The relocated structure's proportions (height, width, depth and design features) should be compatible with the existing first generation housing stock on the block face of the street. For example, the height of the relocated residential structure should not be greater than the tallest dwelling nor lesser than the shortest dwelling located on the same block face.

**4. Lot Width**

- An infill lot should be a minimum of 50 feet wide or be equal to or greater than the average lot width of the first generation housing stock located on the same block face.

**5. Lot Depth**

- An infill lot should be a minimum of 100 feet deep or be equal to or greater than the average lot depth of the first generation housing stock located on the same block face.

**6. Compliance with Zoning Ordinance**

- When placed upon the infill lot, the relocated residential structure should comply with the zoning district map and zoning text regarding use, lot area, frontage, required yards, heights, off-street parking and other required standards.

**7. Front of the House Oriented to the Street**

- Relocated structures should be placed on the infill lot so the front of the structure orients to the street.

**8. New Structure Foundation**

- Foundation height should be approximately 18" – 24" or elevation of foundation shall meet the first generation housing stock located on the block.

**9. Yard**

- After the new foundation is constructed and the dwelling unit relocated, the lot's yard will be landscaped similar to the existing older residential single family dwelling on the block face of the street.

**10. Street Tree(s)**

- The selection, planting and spacing of street trees should be carried out pursuant to the City of Lincoln's Design Standards for Street Trees. There should be at least one street tree per lot unless the lot is less than 50 feet in width in which case the trees should be spaced from the nearest existing tree based on the size of the tree.

**11. Sidewalk**

- Existing public sidewalks should be repaired or new public sidewalks constructed immediately after the relocation of the structure (weather permitting) for each street the infill lot abuts, including a corner lot or double frontage lot.

**12. Outside 100-Year Designated Floodplain**

- The building footprint of the infill lot and finish first floor should be outside the designated 100 year flood plain.

### **13. Surrounding Area and Land Uses**

- The infill lot should be located in a residential area and have good separation from incompatible land uses. Parks and other neighborhood services should be within a reasonable distance. There should be available and adequate water, sanitary sewer, storm sewer, paved local road and other infrastructure networks.

## **Part C--Residential Structure Moving Criteria**

### **1. Moving Distance**

- Moving a residential structure is expensive and disruptive. Therefore, moving distance from the acquired residential structure lot to the new infill lot should be minimized, if at all possible.

### **2. Approval From and Coordination With Public Works and Utilities Department, Law Enforcement and Utility Companies**

- Moving any residential structure creates a number of interferences: traffic signals, electric lines, telephone and cable lines, trees, etc. Therefore, prior written approval is required from the City of Lincoln Public Works and Utilities Department, Parks and Recreation Department, City Police and other applicable governmental and utility companies. If the structure is moved outside the city limits, then the County Sheriff Department, County Engineer Department, Highway Patrol, and State Department of Roads must also give prior approvals. Such approval must also include the appropriate day of the week and time of day.

### **3. Required Personnel**

- The house mover must be qualified and provide proper bonding or surety for the move. Adequate police, traffic control, utility and other personnel must be available and funded to address the potential conflicts with traffic signals, electric lines, telephone and cable lines, trees, etc.

## **11. Proposed Budget**

Historically, residential owners involved in a governmental project acquisition have had little personal interest or economic interest to relocate and move their dwellings. Hopefully, the strategies outlined in this Housing Preservation & Infill Program will increase interest and participation. Yet, offering assistance and finding adequate public resources will be the key to increasing house moving and relocation at a time when governmental resources are stretched.

**For budgetary purposes only**, this Program assumes a total of eight residential structures will meet the House Preservation & Infill Criteria listed in Section 10 above and be moved. Of the eight residential structures, four houses would be historic in nature as described in Table “3”, while four other nonhistoric residential structures would qualify as viable and funds could be made available as described in Table “4”.









	\$8,875
	<b>\$35,500</b>
	\$8,875
	\$26,625
	<b>\$35,500</b>
<b>10. Total Net Costs for 4 New House Sites</b>	
	<i>\$186,375</i>
	<b>\$745,500</b>
	\$193,875
	\$551,625
	<b>\$745,500</b>
Source: Antelope Valley Design Team and City Urban Development Department * Acquisition Costs excludes moving costs for household items, and differential replacement housing payments. Acquisition Costs are estimates and not based upon appraisals. These figures should not be interpreted as an offer or indication of the fair market value or settlement offer.	

<div> <div>Table 4</div> <div>Antelope Valley House Preservation &amp; Infill Program</div> <div>Four Nonhistoric Properties</div> <div>Uses &amp; Sources of Funds</div> </div>
<div> <div>Average Cost</div> <div>Total Uses</div> <div>Transportation</div> <div>Stormwater</div> <div>Community</div> </div>

## Private Sources\*\*

### Net Cost of Four Original Nonhistoric House Sites

[illegible]





**10. Total Net Costs for New House Sites**

*\$165,375*  
**\$661,500**

\$511,500  
\$150,000  
**\$661,500**

Source: Antelope Valley Design Team and City Urban Development Department

\* Acquisition Costs excludes moving costs for household items, and differential replacement housing payments. Acquisition Costs are estimates and not based upon appraisals. These figures should not be interpreted as an offer or indication of the fair market value or settlement offer.

\*\* Property owners' required equity when their income exceed housing income guidelines.

If property owner wants to move his or her house, then the property owner would be responsible for acquiring the new dwelling site, new foundation, utility hookups, structural moving costs, and rehabilitation costs to meet housing code (steps 4-8 in Table 3 and Table 4 above). Government would offer assistance along the way. When a dwelling can meet the House Preservation & Infill Criteria, government would use its best efforts to fund that portion of the shortfall that exceeds the projected new market value of the new housing site and dwelling after rehab, provided that, the property owner meets the eligibility requirements included in Exhibit 3 and governmental funds are available.

If the property owner is not interested in moving his or her house, then government or a nonprofit entity may elect to move the house and would be responsible for the implementation steps. In turn, government or the nonprofit entity would be entitled to receive the net sales proceeds from the moved and rehabilitated dwelling and be responsible for fund the remaining gap.

The total estimated program cost for the eight original (historical & nonhistoric) house sites and eight new house sites is \$1,407,000 or an average of \$175,875 per residential unit. New construction and infill lot for a comparable size rehabilitated dwelling is estimated to range from \$130,000 to \$148,000. After moving and rehabilitation, the dwellings would have a projected total market value of \$880,000 (or an average of \$110,000 per dwelling) which represents approximately 63 percent of the total program costs. An estimated net funding gap of \$527,000 (or an average of \$65,875 per dwelling) results and best efforts will be used to fund the gap using a variety of funding sources including CDBG, HOME, and Economic Development Initiative (EDI) grant.

The costs for the projected eight original housing sites needed for the Antelope Valley Waterway, Roadway and Community Revitalization projects are currently budgeted or funds have been tentatively identified. The costs for the projected eight new house sites and related new foundations, house moving and rehabilitation costs have also been tentatively budgeted.

**12. Next Steps**



- A. The City Urban Development Department on behalf of JAVA will have responsibilities to carry out the House Preservation & Infill Program. The approved Program will be available at the City Public Libraries or on-line at [www.ci.lincoln.ne.us](http://www.ci.lincoln.ne.us), then click Antelope Valley or alternatively, click Government, Urban Development, Housing and Real Estate Division. Urban Development or its agent will be available to visit the eligible dwellings to discuss the House Preservation & Infill Program with interested parties.
- B. The City Urban Development Department needs to complete a Potential Infill Lot Assessment to identify the potential vacant and under utilized parcels in close proximity to the Antelope Valley Project. These infill sites could be assembled and offered for redevelopment to accommodate relocated residential structures or other redevelopment land uses and concepts. The potential sites should be screened to determine compliance with the Housing Relocation Site Criteria stated in Section 10 above.
- C. A training session regarding House Preservation & Infill options should be sponsored by the City Urban Development Department for interested residential owners, realtors, lenders and other real estate advisors. This list of trained personnel should be distributed to eligible residential owners.
- D. The City Urban Development Department will provide written materials to all eligible residential owners informing them about the option to move their dwellings. A copy of the House Preservation & Infill Program should be made available to the eligible residential owner.
- E. The City should relocate the four historical structures as more particularly described in Exhibit “4”.
- F. When the eligible residential owner expresses interest or curiosity, the City Urban Development Department, or its agent should assist the interested party in reviewing and determining:
  - 1) the residential structures suitability to be relocated based upon the Part A--Viable Residential Structure Criteria;
  - 2) the available infill lots suitability to receive the residential structure based upon the Part B--Infill Lot Criteria; and
  - 3) house moving issues and options based upon the Part C--Residential Structure Moving Criteria.
- G. If the House Preservation & Infill Criteria can be met, then the City Urban Development Department or its agent should use all reasonable means to propose a funding assistance strategy based upon budget considerations.
- H. If the House Preservation & Infill Criteria cannot be met or public assistance funds identified, but the residential owner continues to express interest, then the City Urban Development Department or its agent will provide information and appropriate contacts to pursue the house moving option without public assistance.

### **13. Review Process**

In the event an eligible residential owner believes he or she has not received adequate assistance in relocating his or her residential structure as part of the Antelope Valley Phase 1 Projects, then such owner should be able to request a review. Such review forms should be available by calling the City of Lincoln Urban Development Department at 441-7864. The review form should be filled out and returned to: Housing Rehabilitation & Real Estate Manager, 129 North 10<sup>th</sup> Street, Room 110, Lincoln, NE 68508.

The review should be conducted by the City of Lincoln's Real Estate Supervisor, who should make a decision after consulting everyone involved with the original determination assistance. If the eligible residential owner is unsatisfied with that decision, the party may request a review by the Director of the City of Lincoln Urban Development Department.

If the party is unsatisfied with the Director's decision, the party may request a review by the JAVA Board and the JAVA Board makes the final determination.

## **14. Acknowledgement**

The City of Lincoln, University of Nebraska-Lincoln and Lower Platte South Natural Resources District would like to acknowledge and thank Terry Uland and Paul Sayer from Neighborhoods, Inc. for their fine assistance. The Partners also want to acknowledge and thank Marcella Ganow, Martin Pella and JillENZ, for their paper titled: *Antelope Valley Project Housing Options for Clinton & Malone Neighborhoods*. Several of the criteria, recommendations, ideas, data and information in the House Preservation & Infill Program were originally outlined in the *Antelope Valley Project Housing Options for Clinton & Malone Neighborhoods*.

See Exhibit “1”, Phase 1 Project Map

See Exhibit “2”, Proposed Phasing Map and Timeline

## Exhibit 3

### **Eligibility Guidelines: For the Antelope Valley House Preservation & Infill Program**

- The program is available to any owner of a house acquired by JAVA as part of the Antelope Valley project to assist community revitalization.
- The scope and extent of financial or technical assistance in the program is dependent of the income of the owner-occupant based on the HUD approved IRS method of income.
- Owners of a rental house based on the City of Lincoln's Investor-Owner program.
- This program is separate and apart and should not be confused with any acquisition or relocation benefit the owner receives under the Uniform Relocation Act.

#### **Annual Income**

Annual Income is the adjusted gross income for all members of the household as defined for purposes of reporting under Internal Revenue Services (IRS) Form 1040 series for Individual Federal Annual Income Tax purposes.

Owners of rental housing do not qualify based on their income, but on the income of the tenants that will occupy the property after the house is relocated.

#### **Owner-Occupied**

- JAVA acquires house as part of the Antelope Valley project to assist community revitalization.
- Neighborhoods, Inc. or the property owner moves house to new lot and causes the structure to meet the HUD Housing Quality Standard (HQS) at new location.
- The house is offered at appraised value to the former owner of a first right of refusal basis.
- The former owner will be offered purchase assistance through the First Home\* program if qualified and income is under 100% of the current area median income.

#### **Rental Program**

- JAVA acquires house as part of the Antelope Valley project to assist community revitalization.
- Owner uses own funds to move structure, purchase lot and causes the structure to meet Building and Safety Department's Decent, Safe, and Sanitary Standard (DSS).

Program will supply technical assistance to locate lot. The City's Investor-Owner\* program is available to improve the rental beyond DSS.

\* The First Home, Investor-Owner Program, current median income guidelines, DSS standards, and HQS standards are available at the City Urban Development Department.

\* HQS – Housing Quality Standard, HUD housing quality standard slightly higher than DSS.

## Exhibit 4

### **Historic Residential Structures and Sites**

#### 1907 “L” Street

- a. Prior to any acquisition or construction action affecting this historic property, the City will record the building to the standards in Appendix A of the Final Environmental Impact Statement completed by qualified professionals and accepted in writing by the NeSHPO.
- b. The City will pursue a voluntary acquisition of this property. If so acquired, and prior to any physical relocation activity affecting this historic property, the City will consult with the NeSHPO in order to find a suitable site for relocation. The City will make a good-faith effort to find a location for the building that reflects the building’s current streetscape, siting, setback and relationship to the street. The City will, in writing, provide the NeSHPO a minimum of 30 days to review and approve potential relocation sites. The City will provide the NeSHPO with maps, addresses, photographs and written descriptions of the sites under consideration, and will explain how each site is sensitive to the historic character of 1907 “L” Street. The City will also provide information as to how a site search was undertaken, and explanation as to the consideration and rejection of sites.
- c. The City will move the property in accordance with the approaches recommended in ‘Moving Historic Buildings’ (John Obed Curtis, 1979, American Association for State and Local History), in consultation with the NeSHPO, by a professional mover who has the capability to move historic structures properly.
- d. The City will secure and protect the property from damage during the period it is unoccupied. Prior to any move, the City will execute a contract with a new owner to ensure that they will accept title to the new property subject to stipulations designed to protect the historic features of the structure.
- e. Should the historic property that is the subject of these stipulations be destroyed by fire, storm, or Act of God, the stipulations of this Memorandum of Agreement relevant to that property will be cancelled upon written notification to the NeSHPO by Federal Highway Administration.

#### 125, 135 and 145 North 22<sup>nd</sup> Street

- a. Prior to any acquisition or construction action affecting these historic properties the City will record the buildings to the standards in Appendix A of the Final Environmental Impact Statement, completed by qualified professionals and accepted in writing by the NeSHPO.
- b. Prior to any physical relocation activity affecting these historic properties, the City will consult with the NeSHPO in order to find a suitable site for relocation. The City will make a good-faith effort to move all three buildings onto three side-by-side sites that reflect the buildings’ current streetscape, siting, setback and relationship to each other. If no such sites are found, the City may provide information as to how a site search was undertaken, explanation as to the consideration and rejection of sites, and then, in consultation with the NeSHPO, find independent lots for each building. The City will, in writing, provide the NeSHPO a minimum of 30 days to review and

approve potential relocation sites. The City will provide the NeSHPO with maps, addresses, photographs and written descriptions of the sites under consideration, and will explain how each site is sensitive to the historic character of 125, 135 and 145 North 22<sup>nd</sup> Street.

- c. The City will move these properties in accordance with the approaches recommended in ‘Moving Historic Buildings’ (John Obed Curtis, 1979, American Association for State and Local History), in consultation with the NeSHPO, by a professional mover who has the capability to move historic structures properly.
- d. The City will secure and protect each property from damage during the period it is unoccupied. Prior to any move, the City will execute a contract with each new owner to ensure that they will accept title to the new property subject to stipulations designed to protect the historic features of the structure.

Should any historic property that is the subject of these stipulations be destroyed by fire, storm, or Act of God, the stipulations of this Memorandum of Agreement relevant to that property will be cancelled upon written notification to the NeSHPO by the Federal Highway Administration.